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ABSTRACT

This paper describes the development of a state initiative to improve the quality of induction programs for new teachers in Maryland. The Maryland State Department of Education (MSDE) based its decisions about appropriate teacher induction programs on a variety of information sources from research and practice. The important steps in the creation of the current initiative on new teacher development are described sequentially: (1) a recommendation from the Commission on Quality Teaching (1982); (2) the Beginning Teacher Assessment and Development Committee (1984); (3) regional conferences on beginning teacher issues (1985-86); (4) reviewing literature and promising programs (1986-87); (5) a survey of current practices (1986-87); (6) case studies of promising practices (1986-87); and (7) implementation of the MSDE initiative to improve local programs (1986-87). Brief discussions are included of activities that preceded and influenced the decision to provide state leadership and technical assistance to local school systems. In-depth reports are also included on information gathering activities undertaken to ensure the development and implementation of induction activities. The final chapter summarizes the initial implementation of MSDE assistance to local school systems. (JD)

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CREATION OF A STATE INITIATIVE FOR IMPROVING LOCAL PRACTICES IN NEW TEACHER INDUCTION: THE MARYLAND STORY

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at

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New Orleans, Louisiana

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1. INTRODUCTION TO THE MARYLAND STORY

This is the story of the development of a state initiative to improve the quality of induction programs for new teachers in Maryland. The story describes how a state department of education based its decisions about appropriate teacher induction programs on a variety of information sources from research and practice. It illustrates how one state department avoided the rush to mandate performance assessment as part of initial certification and the imposition of a single state model for new teacher induction programs in local school systems. The story emphasizes both the process used and the lessons learned from development of the Maryland initiative in teacher induction.

The Maryland story, told in nine sections in this paper, relates the important steps in the creation of the current initiative on new teacher development. It includes brief discussions of those activities that preceded and influenced the Maryland State Department of Education's (MSDE's) decision to provide state leadership and technical assistance to local school systems (sections 2-4) and more indepth reports of information gathering activities undertaken to ensure the effective development and implementation of activities (sections 5-7). The final chapter of the Maryland story (section 8) summarizes the initial implementation of MSDE assistance to local school systems.

2. THE BEGINNING --
A RECOMMENDATION FROM THE COMMISSION ON QUALITY TEACHING (1982)

The story of Maryland's improvement of teacher induction practices began with the establishment of a commission by the Maryland State Department of Education (MSDE) to study issues related to quality teaching. The broad recommendations from the Maryland Commission on Quality Teaching recognized the importance of the ways in which new teachers are inducted into the profession. The commission's final report in 1982 contained 32 recommendations, 16 of which were given priority status in the action plan subsequently developed by Mr. David Hornbeck, then State Superintendent of Schools. Because a beginning teacher program was among the priority recommendations for state action, MSDE began to explore this issue further.

3. EXPLORING PERFORMANCE ASSESSMENT --
THE BEGINNING TEACHER ASSESSMENT AND DEVELOPMENT COMMITTEE (1984)

Early in the Maryland story, MSDE's Division of Certification and Accreditation formed the Beginning Teacher Assessment and Development Committee. This committee had a broad representation of Maryland educators from both local school systems and institutions of higher education. The committee's work, while not the focus of the current state initiative for new teachers, nonetheless represents a critical chapter in the Maryland story.

From 1984 to 1987, the committee studied assessment and development programs for new and beginning teachers across the country. Research for Better Schools, Inc. (RBS) of Philadelphia, Pennsylvania and MSDE's Research, Evaluation, and Statistical Services Branch helped the committee select criteria that could be used as a basis for assessing teachers' minimal classroom competence -- criteria on which initial certification could be based. These criteria were used by the committee to develop an observation instrument; it was field tested on a small sample of beginning teachers in thirteen school systems and two private schools.

This chapter of the Maryland story ended somewhat unexpectedly, however, especially given the committee's three-year investment in devising a possible state system for the performance assessment of new teachers. The committee's own efforts and information from other states' performance systems indicated that these programs required major allocations of human and fiscal resources (principally to ascertain and to maintain reliability). The committee also found little or no data in the literature reporting the positive impact of such systems. In states where performance assessment of beginning teachers was required as part of initial certification,

there was no overwhelming evidence that large numbers of teachers were either incompetent or marginal in their teaching performance, and thus, there was no need to dismiss them or to provide significant staff development. With these findings in mind, the Beginning Teacher Assessment and Development Committee advised against devoting substantial resources to the documentation of minimal performance of new and beginning teachers. MSDE accepted that advice.

4. MOVING TEACHERS TOWARD EXCELLENCE -- REGIONAL CONFERENCES ON BEGINNING TEACHER ISSUES (1985-86)

The next phase of the Maryland story details the outcomes of regional conferences sponsored by MSDE in 1985 and 1986. The conferences were intended to increase educators' awareness about the need for induction and to provide a forum for discussing issues. These regional conferences occurred just when increasing student enrollments and/or teacher retirements were presenting many Maryland school systems with teacher shortages in selected subject areas.

Discussions at the regional conferences centered on both how to attract qualified people into the profession and how to assure the quality of their teaching. These conversations also helped to shift Maryland's thinking about teacher induction away from the question of how to certify new teachers' minimal competence to the question of how to move new teachers' toward standards of excellence. The challenge inherent in this task was clear to participants, as they recognized that the state's new teachers increasingly came from widely divergent backgrounds in terms of preparation and experience, and that as a result, their staff development needs covered a broad range.

As consensus about moving teachers toward excellence became clear, MSDE began to respond to it. One action was to establish teacher education programs that would meet the needs of a wide range of career changers, retirees, and others. The changes in the teacher education programs resulted in attracting a greater variety of individuals, especially minorities, into the profession, and in enlarging the pool of available teachers overall. It was at this point, also, that the department adopted

a commitment to provide state leadership and technical assistance to local school systems in their efforts to create or improve their organizational support and professional development programs for new teachers.

5. LEARNING FROM THE KNOWLEDGE BASE --
REVIEWING THE LITERATURE AND PROMISING PROGRAM MODELS (1986-87)

After MSDE made the commitment to local schools, they decided to collect and synthesize information to help shape the state initiative. A literature search and induction program review was conducted by RBS in order to provide MSDE's Staff Development Branch with current knowledge about teacher induction, this branch had been given responsibility for developing the state program.

Overview of the Literature

During the review process, a thorough search was made for relevant citations in existing bibliographies, journals, books, and in the ERIC database. More than 1,000 listings in ERIC under the descriptors "beginning teachers" and "beginning teacher induction" appeared prior to 1987. This literature had a long history. For more than twenty years educators had been saying that the profession should pay attention to how teachers are inducted in the profession; however, only in the past several years has there been a substantial body of literature discussing the implementation of teacher induction programs. From the review of the induction literature, five generalizations were drawn.

- Much of the literature discusses induction in general terms as an issue, e.g., why entering the profession is problematic and what should be done about it.
- Although there are a rapidly increasing number of induction activities in local school systems and in state programs, relatively few of these have been reported in any detail in the literature.
- The induction literature is still amorphous; it has not been analyzed, sorted, or reviewed.

- The literature does not yet have much of a research base; for example, researchers are only starting to learn how novices behave in the classroom and which experiences support them in their efforts toward learning to teach and grow into expert professionals. Almost no research reports the impact of induction programs.
- The theoretical basis for induction has not been well established. Induction is viewed by many as a series of instructional tasks to be mastered. Others argue that the major body of literature upon which to ground induction is sociological (organizational norms, etc.), while others indicate that induction is adult development, and therefore, is best understood from the perspective of psychology.

The review was summarized in a final report titled Perspectives on Teacher Induction: A Review of the Literature and Promising Program Models, published in 1987. The review was organized to analyze beginning teachers' need for support, the goals and purposes of induction programs, and program models and activities, and it identified five different purposes that teacher induction programs are intended to address. It also categorized the kinds of induction activities mentioned in the literature and found in current programs. In conclusion, the report proposed directions for educators who are interested in developing or improving a teacher induction program.

Possible Purposes for Teacher Induction

A central theme throughout much of the literature is the variety of purposes of induction support programs. The five different purposes for teacher induction found in the current literature are: (1) addressing perceived needs, (2) improving teaching skills, (3) integrating new teachers into the school community, (4) resolving predictable concerns, and (5) fostering adult development (See Appendix A). These purposes, along with criticisms of them and implications for implementation, are discussed below.

Addressing the Perceived Needs of Beginning Teachers

The first purpose for induction, addressing the perceived needs of beginning teachers, can be found in a long line of research efforts, mainly surveys, which have identified the problems beginners encounter. From the perspective of this research, induction programs should help beginning teachers address the common problems or emerging needs faced by all such teachers. A criticism or limiting factor of this approach is that the profession needs to move beyond merely responding to the predictable inventory of beginning teachers' problems to developing a conceptual framework for teacher induction, such as teacher cognitive development or teacher socialization theory, that would help educators better understand the individual developmental differences of teachers.

Improving the Teaching Skills of Beginning Teachers

The second purpose for induction, improving the teaching skills of beginning teachers, emerges from the numerous studies conducted over the past 15 years that have identified those teaching behaviors influencing certain types of student behavior or outcomes (e.g. student on-task behavior, student performance on basic skills achievement tests). Currently, there are two general approaches to using the results of effective teaching research in induction programs. One approach is represented by state efforts to develop assessment systems which reflect the findings from effective teaching research and can be used to assure that beginning teachers meet some minimal performance standards before certification (e.g., Georgia, Florida, Tennessee, or South Carolina). The other approach is represented by induction programs that use the results of this research to structure supervision and staff development activities (e.g., Toledo's Intern-Intervention Program and Charlotte-Mecklenburg's Career Development Program).

There are several cautions found in the literature with respect to this perspective. The definition of "effective teaching" in this approach is often too narrow. In addition, while the effective teaching research is an important knowledge base, it is not the only source of information available to planners of beginning teacher induction programs.

Integrating Beginning Teachers into the School Community

The third purpose, integrating beginning teachers into the school community, is based on the literature of teacher socialization to the norms and expectations of the school. Within this literature, there are two very different view points. One sees the socialization process from the beginning teachers' vantage point, wherein the major task of the newcomer is to adapt to the norms and expectations of the school's social environment. The second perspective looks at the process from the vantage point of the school organization: what norms and expectations does the organization want to introduce to the beginning teacher? While the literature suggests that a school staff does consciously and subconsciously determine what the school's norms and expectations are, it does not explain how this task can best be accomplished. The literature is just beginning to explore how norms become established, how they can be communicated and maintained, and how they can be changed.

Resolving Predictable Concerns of Beginning Teachers

Resolving predictable concerns of beginning teachers, the fourth purpose for teacher induction, comes primarily from the work of Fuller and Bown (1975) and Hall and Loucks (1978). Fuller empirically derived a framework of three sets of teacher concerns (e.g., survival, the teaching situation, and the pupils). Her work became the foundation of Hall and his colleagues who have shown that individuals experiencing change have

predictable concerns, and that change can be facilitated if appropriate assistance is given. While at the present, there are only a few practical examples of how this work, referred to as the Concerns Based Adoption Model, might be specifically applied to teacher induction. Such programs could help resolve the concerns teachers will predictably experience.

Fostering Adult Development

The fifth purpose for teacher induction, fostering the adult development of beginning teachers, is derived from the theoretical literature on adult development. The concept of fostering adult development generally holds that change or growth in individuals is internally guided rather than externally imposed. A number of theorists explain beginning teacher needs by their placement on a continuum of development, that is, in effect, a sequence of invariant and hierarchial cognitive structures or stages. Each stage is characterized by a kind of knowledge and thinking. Persons at higher stages of development function more complexly, possess a wider repertoire of behavioral skills, perceive problems more broadly, and can respond more accurately and more empathetically to the needs of others. Research evidence seems to confirm a relationship between these theoretical stages and overt behaviors.

Some educators are quite critical of the attempt to connect a teacher's stage of development to the design of induction experiences. They argue that there is no comprehensive theory of teacher development, only several separate theories that may be useful in explaining individual facets of teacher behavior. Others would argue that stages of development are not useful because an individual may be at different stages in various aspects of the job at any given time.

Balancing the Possible Purposes

In considering the possible purposes for a teacher induction program, educators probably need less to choose one than to balance these five different perspectives. The first two perspectives (perceived needs and effective teaching research) are, in effect, two perspectives of the same set of tasks -- how to organize, manage, and instruct in one's classroom. The perceived needs research suggests that beginning teachers are deeply concerned with these tasks, while the effective teaching research suggests some of the specific ways that any teacher can productively perform them. Together, these two bodies of research encourage structured assistance (training and supervision) to improving beginning teachers' skills.

The third purpose reflects a different perspective -- a perspective that is centrally concerned with how a person becomes a contributing member of a social organization. Research on teacher socialization in the past found that teachers are often left alone to "sink or swim." This approach seems no longer acceptable. The literature suggests that school leaders and staff need to consciously develop and live the norms and expectations that will make their school an effective one. They should explicitly help beginning teachers understand and learn to act in accordance with those norms and expectations, and thus, become an integrated member of the school community.

The fourth and fifth purposes suggest the need to view beginning teachers as developing human beings. The fourth addresses the evolving "concerns" that any person experiences when faced with a new role and new responsibilities -- that is, moving from self-centered concerns to task-oriented concerns. The fifth purpose assumes a broader perspective and asks that the beginning teacher, or any teacher for that matter, be viewed as involved in an ongoing process of development.

Induction Activities Found in the Literature and Current Programs

Current efforts to design and implement more effective induction programs are only partially reflected in the current literature. Many efforts are at the pilot stage. There are very few comprehensive program descriptions or program evaluations. What can be extracted from the literature is a range of activities and some alternative frameworks for grouping these activities.

Types of Induction Activities

Induction activities can be grouped under seven headings: (1) preassignment contacts, (2) orientation activities and information dissemination, (3) personal support to beginning teachers by experienced staff, (4) problem solving approaches to teaching improvement, (5) formal presentations, (6) school organization planned efforts to support induction, and (7) external support services. (See Appendix B). A great variety of specific activity examples in the literature fit within each of the categories. For instance, seven different activities fit within the category "personal support" to the beginning teacher (observation, supervised internship, personal development plan, mentor, consultations with experienced teachers, provision of resources/materials, assessment of teacher concerns). The configurations of specific activities into programs appear to be almost infinite.

Current Induction Programs

Telephone interviews were conducted to gather information about a variety of promising induction practices across the country. Information related to program philosophy and goals, program activities and implementation, evaluation and feedback, staffing, and costs was gathered about the nine induction programs listed below:

- Career Development Program -- Charlotte-Mecklenburg, North Carolina
- Teacher Induction Program -- RESA 6 and Ohio County, Wheeling, West Virginia
- Toledo Intern/Intervention Program -- Toledo, Ohio
- New Teacher Induction Program -- Richardson, Texas
- Teacher Induction Program -- University of Wisconsin-Whitewater
- Teacher Induction Plan -- Upper Perkiomen, Pennsylvania
- Teacher Induction Program -- West Linn, Oregon
- Model Teacher Induction Project -- University of Texas-Austin
- Professional Development Schools -- Jefferson County, Kentucky.

These programs were then compared in three areas: (1) types of induction activities included, (2) kinds of purposes addressed, and (3) the role various groups involved in delivering support.¹ A summary of the kinds of insights gained from examination of the nine programs descriptions and telephone interviews with the program leaders are discussed below.

Types of activities. Occurring most frequently in induction programs were activities within the personal support to beginning teachers category. Each of the programs used at least two, and some used as many as five of the seven activity types.

Kinds of purposes. All nine programs had as a primary purpose to help beginning teachers improve their teaching. Five programs had as a primary purpose to help teachers become integrated into the school community.

Role group providing support. Together the nine programs involved four role groups in providing support to beginning teachers. These groups were:

¹ A more complete comparison of the elements in the nine programs can be found in the report, Perspectives on teacher induction: A review of the literature and promising program models.

experienced teachers, principals, central office staff, and higher education professors. Most used members of more than one group to deliver the program.

The comparison of the programs in these areas documented the great variety in induction program implementation, both in scope and intensity.

Suggestions for Induction Program Development

In order to summarize the review of the teacher induction literature and the lessons that can be learned from the nine programs, the following seven suggestions were provided for educational leaders interested in developing or improving a teacher induction program:

- Tailor the program design to the local context.
- Consider the full range of possible purposes of induction programs.
- Use a variety of activities to achieve the purposes of teacher induction.
- Use the full range of persons who can possibly provide support.
- Include an evaluation component in the design for the program.
- Build flexibility into the program design to meet the individual differences of beginning teachers.
- Apply what is known about planned change.

6. STUDYING NEW TEACHER DEVELOPMENT IN MARYLAND --
A SURVEY OF CURRENT PRACTICES (1986-87)

In addition to reviewing the literature and noteworthy induction programs across the country, RBS studied induction programs in local school systems in Maryland. The complete report, Current Practices in New Teacher Development in Maryland, 1986-87, was released by the MSDE in the fall of 1987.

The purpose of this work was two-fold: to describe the range of existing efforts to develop new teachers throughout the state and to profile several promising program models. The report consisted of two parts to accommodate its two purposes. One part consisted of a survey of Maryland school systems in which 23 of the state's 24 local school systems eventually participated. The other part consisted of case studies of seven individual new teacher development efforts.

This section describes the survey portion of the report. It includes brief descriptions of the survey design and methodology in order to set the stage for presentation of the major findings and recommendations. The case study portion will be described in the next section of the Maryland story.

Consultation with School Districts on the Study Design

An important feature of the statewide survey was the guidance that Maryland educators provided. For example, RBS interviewed 18 leaders who occupied various roles across the state -- in MSDE, a teachers' association, local school systems, and institutions of higher education -- to ascertain which variables they considered critical, which data sources and methods would be most appropriate, and which uses they preferred for study results. Associate and assistant superintendents of instruction from local school systems later designated survey respondents in their respective school systems and assisted in distributing and collecting questionnaires.

Consultation of this kind proved helpful both in the short and the long-term. In the short-term, this consultation increased the probability of contacting appropriate respondents and insured the survey's response rate to 100 percent of individual respondents and participating school systems. In the longer term, collaboration with a diverse set of MSDE clients increased the likelihood that local school systems would feel some ownership of the survey results and that the MSDE program that would build on them.

Sample

The survey collected information about new teacher development programs currently in operation from three groups of local school system respondents who were defined by job category. The three groups were made up of 22 associate or assistant superintendents of instruction; 80 school-based personnel, mostly principals; and 51 other central office staff, typically in staff development or curriculum leadership positions. This last group included two individuals affiliated with institutions of higher education which cosponsored new teacher development programs with local school systems.

One contact person in each school system, usually the associate or assistant superintendent for instruction, identified school-based and other central office respondents on the basis of their known or presumed activity on behalf of new teachers. School-based respondents were selected to represent elementary and secondary levels. At least one school-based respondent in every system was selected to represent the school with that system's largest concentration of new teachers in the current or previous school year. Thus, the sample included top school system administrators whose responsibilities included system-wide oversight of new teacher development and program administrators with direct oversight of individual school or subject area programs for new teachers.

Instrumentation and Study Design

Separate questionnaires were tailored for each of the different respondent groups. Associate or assistant superintendents' questionnaires contained 16 close-ended and open-ended items that elicited descriptive information about their system-wide programs for new teachers and evaluative information about the effectiveness of all efforts for new teachers taking place in the school system. Questionnaire items collected data about policy statements, budgets, staffing, program activities, and recent and anticipated changes in a school system's approach to new teacher development. Other items requested these respondents' perceptions about the importance of new teacher development, the effectiveness of their system's efforts relative to eight possible goals, and the overall strengths and weaknesses of their system's programs for new teachers.

School-based and central office respondents completed 14-item questionnaires which elicited descriptive and evaluative information about programs for which they were responsible. Items in these questionnaires focused on activities, participants, budgets, staffing, and anticipated changes in new teacher programs. Items also sought these respondents' perceptions about the relative importance of eight possible goals for new teacher programs, as well as the effectiveness of their particular programs relative to these goals.

Major Survey Findings

The surveys revealed a number of trends in new teacher development in Maryland. Overall, the key word to describe current program efforts in Maryland is variety. A variety of school system personnel used various kinds and levels of resources to provide a variety of experiences to new

teachers in Maryland. These programs varied as much within school systems as they did among school systems. Despite the variety, new teacher development programs which were described in the survey tended to use only a few of the possible activities or strategies which might be employed to develop new teachers. Many new teacher development programs in Maryland could be characterized as operating in a "hip pocket" or makeshift way either because of shifting needs and resources or because the programs themselves were just coming into being. These programs tended to operate without official policy statements, long range plans with special funding, or specially trained staff. They also functioned without coordination to other new teacher programs in their school systems and regular evaluation. These findings are described in greater detail below.

Policy

The importance that local educational leaders attached to new teacher development was not yet reflected in formal documents of their school systems. The survey asked associate or assistant superintendents how important new teacher development was to them. Ninety-five percent of these superintendents indicated that they felt new teacher development was very important. However, none could point to formally-enacted policy statements specifically about local new teacher development programs.

Program Goals

New teacher programs in Maryland individually tended to work toward multiple goals that may or may not be compatible with the goals of other programs, even in the same school system. Respondents were asked to rank the relative importance of eight possible goals for new teacher development. Principals and central office staff who were in charge of new teacher programs agreed that improving teacher performance and promoting new

teachers' job satisfaction were the most important goals for these programs. However, principals ranked the goals of communicating school policies and procedures and providing information about the school and community as more important than central office staff. This difference may be due to respondents' interpretation that these goals referred to specific school sites rather than to school systems, thus, clearly the province of principals rather than of central office staff.

Budget

New teacher programs in Maryland were apparently informal, temporary, or only recently established at the time of the survey, based on information about the budgets that supported these programs. A majority of associate/assistant superintendents could not report the annual amount spent to release new teachers for development activities because these programs were not accounted for separately in school system budgets. Principals generally could report the amount of funding that was earmarked for new teacher development programs at their school sites, and the most common response was zero dollars.

Participants

In Maryland in 1986-87, only about one-third of the new teachers served by the programs in the survey were in their first year of teaching. The other two-thirds consisted of teachers who were in their second year of teaching, who were new to a particular school system but not new to teaching, who were newly returning from leave or retirement, or who were assuming a substantially new assignment. This heterogeneity has significant implications for individualizing program content.

Principals tended to require that all new teachers participate in their programs while central office staff tended to make participation voluntary.

Some school site and central office personnel required participation in some components of their programs for new teachers and left other aspects optional.

Activities

The programs surveyed built on the assumption that the more activities, the better. Yet these multiple activities were not necessarily connected to each other nor to program goals. Even so, a limited range of activities was used.

The questionnaire listed 11 possible activities which could make up new teacher development programs. Associate/assistant superintendents, principals, and central office personnel all tended to use the same three to six activities of these eleven. The most popular was group orientation for new teachers at a school site or a central location.

At least one-third of each group also reported incorporating five other activities. These activities were the opportunity for new teachers to observe in other teachers' classrooms; a regimen of intensive conferencing, typically with administrators or subject matter specialists; provision of inservice courses, seminars, or workshops designed especially for new teachers; the assignment of buddy teachers or mentors (usually experienced teachers who clarified school policies and procedures); and demonstrations of instructional techniques by administrators, subject matter specialists, or occasionally other teachers in new teachers' classrooms.

One of the 11 possible component activities was rarely incorporated in new teacher development programs in Maryland at the time of the survey. This relatively neglected component was the reduction in new teachers' workload by reducing their class size, number of courses, or number of preparations.

Administration

The ad hoc and relatively inefficient nature of many new teacher development programs was illustrated by the large number of individuals who were involved in some administrative tasks within and across programs and the lack of personnel who performed other administrative tasks. For example, respondents tended to name a great variety of individuals as those who planned new teacher development activities and who provided support or training to new teachers in those programs. However, when it came to training those who provided support or training to new teachers and to evaluating new teacher development programs, these functions, possibly because they were not formally assigned, tended not to be performed regularly.

Perceived Strengths and Weaknesses of Current Programs

The survey asked associate/assistant superintendents to identify two or three major strengths and two or three major weaknesses which they perceived in their school systems' overall efforts to assist new teachers. Strengths cited by associate/assistant superintendents typically were specific component activities that they considered particularly important or effective at the quality of the personnel who carried out those activities.

The weaknesses they noted tended to reflect the still-makeshift nature of new teacher programs in Maryland including shortages of funding or shortages of qualified staff with time available to work with new teachers. Other weaknesses included the lack of systematic planning and coordination among various programs for new teachers within their school systems and the lack of differentiated development activities for teachers new to the profession versus those new to a particular school system.

Anticipated Changes

Most respondents described anticipated changes which entailed adding new component activities or increasing some aspect of current activities and these activities tended to be those most commonly used. Thus, new teacher development programs in Maryland can be expected to grow in the direction of expanded opportunities to observe in other classrooms; a greater number or more comprehensive inservice seminars, courses, and workshops; and more prevalent use of formal assignment of buddy teachers as intervention strategies.

Suggestions from Survey Findings

The Maryland survey of selected new teacher development programs in local school systems led to the following two conclusions and recommendations.

Clarify Goals and Activities

The survey showed that new teacher development programs in Maryland in 1986-87 were diverse. Not only were many different staff responsible for various activities in these programs, but these activities tended to focus on different goals and to operate independently of one another. Respondents predicted that these programs will involve even more people in even more activities in the future.

Clarification of individual program goals and judicious selection of activities based on those goals were recommended to local school systems as a preliminary palliative. Implementing of this recommendation would facilitate coordination among the multiple staff and programs within school systems, as well as focus and reinforce the ways that new teachers are being asked to develop.

Support Local Invention

The initiative and resourcefulness of individuals and of school systems were evident from descriptions of the varied programs for new teachers in the survey. These programs responded to local needs with the application of locally-available resources. For the most part they did so without special funding or additional personnel.

The report recommended supporting local invention because local invention can take account of local conditions. To promote the best in local invention seems to require a delicate mixture of intervention and nonintervention. Intervention can come from the state education agency to the local school system and from school system authorities to the administrators of individual programs for new teachers. Strategic intervention can supply resources that are otherwise unavailable locally. Intervention of this sort might include funding, coordination, assistance in training staff who will work with new teachers, and assistance with regular program evaluation.

Strategic nonintervention from these agencies is also important. Nonintervention can consist of giving local practitioners the opportunity to experiment and even to make mistakes. Provision of resources that are unavailable locally and provision of the opportunity to adapt resources and programs to local use together add up to a powerful strategy for promoting appropriate new teacher development programs.

7. STUDYING NEW TEACHER DEVELOPMENT IN MARYLAND -- CASE STUDIES OF PROMISING PRACTICES (1986-87)

This section describes the case study portion of the Maryland report of current practices in new teacher development. While the survey described above afforded an overview of the range of programs among more active practitioners, the cases provided a close-up view of selected programs that had been nominated as especially promising. Visits were made to seven new teacher development programs across Maryland in order to develop a fuller understanding of (1) the kinds of strategies at work in selected new teacher development programs and (2) what made these strategies work well within their particular context. What follows is a description of the methodology employed, an overview of two of the seven cases, and discussion of common themes found in all seven cases.

Methodology

Seven Maryland programs were selected because they demonstrated a range of promising approaches to new teacher development. Selection was based upon the recommendation of one or more knowledgeable educators who knew about the program and its reputation for effectiveness. Consideration was also given to selecting programs that were geographically diverse as well as representative of various district sizes.

Each of the seven sites was visited for a one or two-day period by a two-person team from RBS and MSDE. The teams interviewed program administrators, program staff, new teacher participants, and school system leaders with responsibility for new teacher development activities. Those new teacher participants who could not be interviewed completed questionnaires.

Separate interview schedules were developed for administrators and for teaching staff. The questions provided participants with an opportunity to talk about their program; its development; its strengths, weaknesses, and overall effectiveness; the administration of the program and its position within the school system's organizational structure; training and evaluation needs; and the kinds of costs and support the program needed in order to make it work well.

Following the site visits, team members met to debrief, to analyze the data on the interview schedules, and to review preliminary findings. One member of each team wrote the case study, which was reviewed by the other member as well as by one key informant from each site.

Overview of Seven Case Studies

The diagram shown in Appendix C provides an overview of the seven programs. Each program is described according to the major kind(s) of new teacher development strategy used (e.g., conferencing, inservice, observation), the level of sponsorship (school, central office, or other), and the size of the system. Note that some programs rely on a range of strategies (Lemmel Middle School) while others are based on one strategy (Preston Elementary School).

A look at two of the seven cases serves to illustrate the kind of information the case studies provide, as well as to illustrate two different models of new teacher development efforts. One is a school-based effort and the other is the product of a school system-university collaboration.

The Case of the Harvard for Teachers

Lemmel Middle School, located in Baltimore, Maryland is the setting for the first study, called in the final report, "The Case of the 'Harvard' for

Teachers." The program at Lemmel provides a wide array of supervisory support services designed to develop the instructional skills of all 76 teachers in the building. However, the program is particularly intensive for the nontenured teachers. Because nontenured teachers account for a large portion of the school's teaching staff (21 out of 78 during 1987-88), the program represents major school wide effort.

The architecture of Lemmel is vintage 1957, the conventional concrete-block, one story building. For most of the day the halls are virtually empty because students are assigned by grade level to interdisciplinary teams, resulting in a reduction of student movement through the halls between periods.

Ninety-nine percent of Lemmel's students are black, 80 percent of whom are eligible for the free lunch program. Achievement test scores are on the rise, from the 39th percentile in reading and 44th percentile in math in 1983 to the 50th and 61st percentiles, respectively, in the spring of 1986.

Supervisory Support Services

The Supervisory Support Services Program at Lemmel involves all administrators, from the principal to the assistant principals, department chairs, as well as experienced teachers. Although the program includes all teachers, it is individualized according to the needs of both tenured and nontenured staff. However, all components of the supervisory services are activated for nontenured teachers. As the new teachers become more experienced and confident, the degree to which they are involved in program activities lessens.

The major activities of the program are presented in two ways: as activities delivered on an individualized, one-on-one basis and as activities delivered through a group experience. The majority of these

activities are familiar to most educators. The unique aspect of the Lemmel program is the scope of the activities undertaken and the role of all administrators in their implementation.

Individualized activities. The individualized activities include:

- lesson plan review
- observations
- instructional assistance conference
- instructional assistance plan (IAP)
- goal setting conference
- grade analysis conference
- demonstrations
- focused intervisitations
- buddy system.

They are distinguished by their frequency of occurrence and the role of the administrator. The principal is actively involved in five of the nine individualized activities. The department chair is also actively involved in many of these activities.

A closer look at a few of these activities graphically illustrates the intensity with which the Lemmel staff approaches these tasks. For example, the frequency of observations are regulated by need, with a minimum of four each semester. These observations could be conducted by the principal, assistant principal, department head, or perhaps by the central office subject area specialist. The principal plays a key role in training all of these administrators in conducting observations.

The frequency of the instructional assistance conference also is regulated by need, often occurring daily in the early months, and during a

teachers' planning time. During the conference, the department head meets with the new teacher to work on instructional planning and methods.

At the end of each quarter, new teachers have a grade analysis conference with the principal. Together they systematically assess a computer printout of student grades in order to determine whether student performance has been assessed systematically and fairly. Because the principal assumes that most students are working at grade level, gross deviations from this standard in their grades signals teacher failure. The principal points out grading patterns and their implications and suggests instructional strategies that might produce success for more students.

Group activities. The group activities also can be described according to frequency and the role of the responsible administrator. The group activities are:

- orientation meeting
- workshops
- grade level team meetings
- department meetings.

Grade level team meetings provide yet another occasion for staff development for new teachers at Lemmel. In these twice-weekly meetings, teams discuss instructional improvement, as well as target and evaluate strategies for working with students or their parents. A formal agenda guides these meetings. Each team submits its agenda, minutes, and periodic evaluations of progress toward objectives to the principal. The principal reviews these reports and returns them with written comments.

The total effect of the scope and depth of these activities is the intensity of the effort required of all staff. Such a program places high demands on everyone. New teachers freely describe the stress of measuring

up at Lemmel. However, there is the realization that the hard work can pay off and that it is worth the effort, which is one reason why teachers refer to their school as the "Harvard" of staff development for teachers.

Principal's role. The principal, who is the driving force behind the development and implementation of Lemmel's program for new teachers, remains actively involved in every aspect of the program. She is firmly supported by the school's three assistant principals and the department heads. They all see the principal as the "chief staff developer." These administrators are all involved in their own staff development experiences, such as finding administrative buddies in other schools or providing specific training experiences through their administrative council. The principal trains new department heads in individual meetings which are held as frequently as six to eight times per quarter. Assistant principals also are involved in the systematic training of department heads. Much of the training focuses on classroom observation techniques.

The Case of Lights in the Classroom

The University of Maryland New Teacher Seminar provides an interesting contrast to the school-based program at Lemmel Middle School and serves as the second case study otherwise known as, "The Case of Lights in the Classroom." The primary assistance strategy is an after school inservice class, provided through a unique collaboration between the University of Maryland's College of Education and the Charles and Howard County School Systems. The seminar, one for each county, is designed to assist new teachers in dealing with the multiple stresses and self-doubts known to plague beginning teachers. The Curriculum and Instruction Department of the College of Education sponsors the seminar as a three credit graduate level

course for new K-12 teachers. Course participants meet for three hours after school over fifteen sessions from the end of January to the spring.

Both Charles and Howard Counties have experienced rapid growth in the last few years. Through this growth and the subsequent construction of new schools, both counties have been dealing with large numbers of new teachers in their systems. The new teacher seminars are one of many ways in which these school systems are attempting to help their new teachers.

University Collaboration

The involvement of the University of Maryland in these counties is well illustrated through the teacher education centers. First established in the 1960's, these centers demonstrate the commitment of the counties and the university to both preservice and inservice education. The oversight of these centers is shared by the local school systems and the university. These centers enable the university to place and supervise student interns in local schools. The university reciprocates by offering inservice courses and other professional development opportunities at no cost to the staff of cooperating schools. In addition, the centers serve to coordinate collaborative research projects and are run by coordinators who hold joint appointments from the university and the school system.

New teacher seminar. One of the coordinators' responsibilities is the new teacher seminar. In keeping with the collaborative model, this seminar is team taught by the coordinator and a full-time university faculty member. Begun in 1981-82 in Howard County and in 1982-83 in Charles County, these seminars have been completed by just over 100 teachers. In 1986-87, the number of participants in each seminar ranges from under ten in one, and approximately twenty-five in the other, more populated school system.

Both seminars work toward the same goal of helping new teachers become more effective and professionally satisfied in their current situation and in the future. The seminars are organized around a similar syllabus and a set of objectives that seek to assist new teachers in reducing undue stress and anxiety, in expanding their abilities as problemsolvers, and in expanding their repertoire of teaching/management techniques.

There is, however, a slight difference in emphasis in each of these seminars which is explained in part by the preferences and interests of the coordinator and the university faculty member at each center. The Howard County seminar emphasizes increasing new teachers' instructional abilities, specifically through applying problemsolving and decisionmaking strategies to everyday instructional dilemmas. The Charles County seminar emphasizes collegiality and issues of motivation in teaching and learning.

Action research. Both seminars require participants to design and carry out an action research project. This project serves to illustrate the unique benefit of a university connection.

The action research project requires participants to identify a current classroom problem, think through the possible solutions, apply that solution, collect data prior to and following the application of the solution, and evaluate the solutions effectiveness and impact -- in effect, to work toward becoming more proactive and analytical in areas in which they are having problems and to become more effective classroom problemsolvers and decisionmakers.

An action research project starts with a question, such as a new teacher's query: "What will be the difference in the percentage of homework completed if students are given time to start their homework in class?"

This teacher was able to arrive at the following answer, following her application of the research-based problem solving strategy:

When the teacher of thirty-two fourth grade math students gave an experimental group five to ten minutes for a headstart in class (in which she was able to answer questions, adjust assignments, give samples or reteach, and encourage students to organize the materials they will take home), the effect on the percentage of students completing homework assignments was 14.7 percent higher than for the control group.

These projects are intended to provide new teachers with the tools to address everyday classroom problems in a systematic, problemsolving manner. A few participants have submitted expanded versions of their research project in partial fulfillment of master's degree requirements.

Project outcomes. New teachers report feeling more in control and newly empowered as a result of a successful experience with the action research project. Connecting research and practice in their own classrooms had, for many seminar graduates, a self-renewing effect. "We were the theory makers," one new teacher observed, "and we were able to discover these things on our own."

Through these kinds of activities, as well as through showing new teachers how to build support networks, new teachers report being able to develop the conviction and the skills needed to surmount difficulties. As one teacher related, "The seminar helped me deal with the feeling that I don't like this job right now. It showed me how I could like it."

The university also has benefited from the collaboration. University personnel confirm that the seminar has increased new teachers' interest in continuing their education, which in turn has expanded the university's pool of potential graduate students. The collaboration has, in part, widened the university's access to schools for research purposes.

According to participants, the greatest challenges facing the seminar concept are continuing to attract participants and the need to preserve

flexibility in the collaboration between school system and the university so that the culture and norms of each are respected.

Contrasts and Commonalities Among Cases

When juxtaposed against each other, these two new teacher programs present interesting contrasts. The Lemmel program appears to:

- encourage conformity to many specific teaching behaviors
- create several collegial membership groups
- individualize assistance to new teachers.

While the University of Maryland seminar appears to:

- provide a voluntary experience that encourages teacher individuality
- provide collegial support
- create an opportunity for teacher-selected research.

Despite these differences, or perhaps because of them, each of these programs has found a unique way to meet the needs of their new teachers.

Several common themes emerge when the seven case study promising approaches are considered together. They are uniqueness, program flexibility, available resources, and leadership. Each is briefly explained below.

- Uniqueness. Although some of the cases described in this study may have common goals, they demonstrate unique adaptations in terms of staff, staff training, use of resources, and actual program implementation.
- Program Flexibility. All of the cases demonstrate a flexibility in the way programs adapt to diverse and changing needs or conditions.
- Available Resources. Administrators of these programs take full advantage of staff and material resources that are available to them.
- Leadership. Although the programs described in the case studies vary in scope and complexity, they all require administrative initiative and imagination to be effectively implemented.

Most significantly, the seven cases reflect a sensitivity to the needs of the adult learner and especially the new teacher who faces enormous stress and the need for a range of support services for the new teacher.

8. REPORTING PROGRESS -- THE IMPLEMENTATION OF MARYLAND'S STATE
DEPARTMENT OF EDUCATION INITIATIVE TO IMPROVE LOCAL PROGRAMS

This section of the Maryland story reports on the initial implementation of activities associated with the state initiative. The literature and program review, survey of central office and building administrators, and case studies described in earlier sections contributed to the shaping of this initiative. This part of the story is still unfolding; therefore, it represents a progress report.

Goal and Assumptions

The MSDE's principal goal in this initiative is to provide leadership and technical assistance to local school systems in their efforts to create or improve their organizational support and professional development programs for new teachers. That goal is compatible with state-level and local school system leaders' perceptions about what was reasonable and desirable at this time.

Changes in Maryland's teacher supply and demand had dramatized the need for state action. For the first time in more than ten years, Maryland school systems were hiring significant numbers of new teachers and could project the need for even more new teachers in the years ahead. The prospect of recruiting and retaining new teachers increasingly appeared as a problem. Moreover, local leaders had begun to notice a new balance among the teachers they were able to hire: teachers who had taught elsewhere outnumbered beginning teachers by more than two to one statewide. These trends -- along with the state's focus on quality education, accepted conventions for the state's role in influencing local practice, and widespread recognition that few additional resources could be marshalled for a new initiative in this area -- helped to produce support for the initiative's goal.

Implicit in the goal were five assumptions on which state and local leaders generally agreed. These assumptions may be stated as beliefs:

- Careful development of Maryland's new teachers is essential for providing Maryland's students with quality instruction and the opportunity for maximal learning.
- The manner in which new teachers are welcomed into teaching should reflect the expectation that people can grow. Program efforts should therefore be geared toward helping new teachers to be highly successful in their work in Maryland schools.
- Professional development of new teachers should involve high quality staff development, organizational support, and supervision and evaluation of new teachers' classroom performance.
- Multiple approaches to the induction of beginning and other new teachers need to be explored. Because no evidence exists to validate any single approach, emphasis should be on encouraging the establishment of a variety of creative, comprehensive professional development programs.
- Communication and collaboration among those around the state who are concerned with the development of new teachers can significantly increase the impact of current human and fiscal resources.

Implementation of the state initiative for new teacher development was to move forward in two (or more) phases. Phase I entailed identification of the problem and research of alternative solutions. This was the effort in which RBS had assisted. Phase II was conceived as a set of state assistance strategies that grew out of Phase I. Those strategies, and the current and anticipated activities for possible additional phases of the initiative, are described in the next section.

Current Activities

The state adopted two basic strategies to realize the goal of providing state leadership and technical assistance to local school systems for improvement of their programs for new teachers. One strategy was to collect and disseminate information about new teachers and induction programs. The

other strategy was to assist school system leaders in the development of induction programs and organizational structures to support new teachers.²

In all, five activities are currently under way in Phase II of this initiative. The information strategy includes dissemination of studies conducted by RBS, and circulation of a statewide newsletter. The assistance strategy includes provision of training and other assistance to selected school system leaders and their planning teams in the development of exemplary programs, consultation with school system leaders in their program development efforts, and development of resource materials to facilitate program development. A progress report on each of these activities follows.

Dissemination of Studies

The literature review by RBS has been widely distributed and used throughout Maryland. The summary and synthesis of the literature on beginning teachers has proved especially useful to school system leaders who have cited the report in various local program proposals, excerpted it for various presentations, and passed it on to enlighten other staff.

Description of the nine promising program models from across the country that accompany the literature review, however, have been only moderately useful to local educators. The reason may be either that the models described seem too grand and intimidating, or that the truncated format inhibited full understanding of each model. It may simply be that each school system wants to invent its own model.

² A separate but related strategy calls for dissemination of the classroom performance criteria and the teacher evaluation training model for classroom observers, both of which were developed prior to and during Phase I (1984-87). This effort targets teacher education faculty as well as school systems, and is coordinated jointly by the Teacher Education Certification Branch and the Staff Development Branch of the Maryland State Department of Education.

The findings from the statewide current practices study conducted by RBS have proven a very accurate "snapshot" of the state of induction programs across Maryland. The principal value of the survey has been in helping state personnel appreciate the needs of local school systems in regard to the development of teacher induction and development programs. In contrast, the case studies have provided a useful format for local school systems to follow in developing their own programs.

Statewide Newsletter

The first issue of a statewide newsletter for those who work directly with new teachers, On the Horizon, was published in February, 1988. It is too early to tell if this effort will serve as a useful information and networking tool for school system personnel as was intended.

Development of Exemplary Programs

The state's effort to support the development of exemplary programs in selected local school systems that could eventually serve as models for other school systems began in 1987-88. To date, teams of personnel from five school systems have participated in several state-led workshops. The membership of each team has included classroom teachers, supervisors, principals, and one or more staff developers who acted as leader or coleader.

The teams have made progress in providing useful input and energy for their individual school systems. However, the diverse needs and interests of each team have posed a considerable challenge to state staff developers whose job is to design workshop training for the full teams.

Consultation

Of greater value than the full team workshops seem to be those workshops that are limited to leaders or coleaders from each team. These workshops

have typically been problemsolving sessions from six to ten participants. These sessions, held at retreat sites for one and one-half days, have enabled leaders to form a support group and to share resources.

Resource Materials

Resource materials designed to assist school systems in organizing their program ideas are now being developed. Personnel from the five school systems involved in the exemplary programs are assisting with this effort.

Anticipated Activities

School systems in Maryland appear eager for the opportunity to create programs which exemplify high quality staff development practices. This suggests that state assistance in the area of induction may prove to be a high leverage activity for improvement of other local staff development practices, as well.

The Maryland story is not yet complete. The exciting and difficult task of nurturing the creation of local programs for new teachers has just begun. Although much has been learned, more lessons undoubtedly will come out in the chapters yet to be written. Upcoming chapters would describe Phase III and possibly beyond. One of those chapters would chronicle the dissemination of exemplary induction programs from 1989 forward. Another would record state efforts to measure the impact of these exemplary induction programs, and possibly others that developed independently. Still another chapter might indicate how the state modified its initiative based on those findings.

9. CONCLUSION

The Maryland story has chronicled the development of a state initiative to improve the quality of local induction programs for new teachers. A primary purpose in telling the story was to demonstrate how the initiative was shaped by information from a variety of sources. These sources included the literature on beginning teachers and teacher induction, descriptions of promising programs across the country and in Maryland, thoughtful input by citizens and educators who served on the commission and task force that antedated the initiative, and the creative leadership of state and local personnel who have collaborated in its implementation.

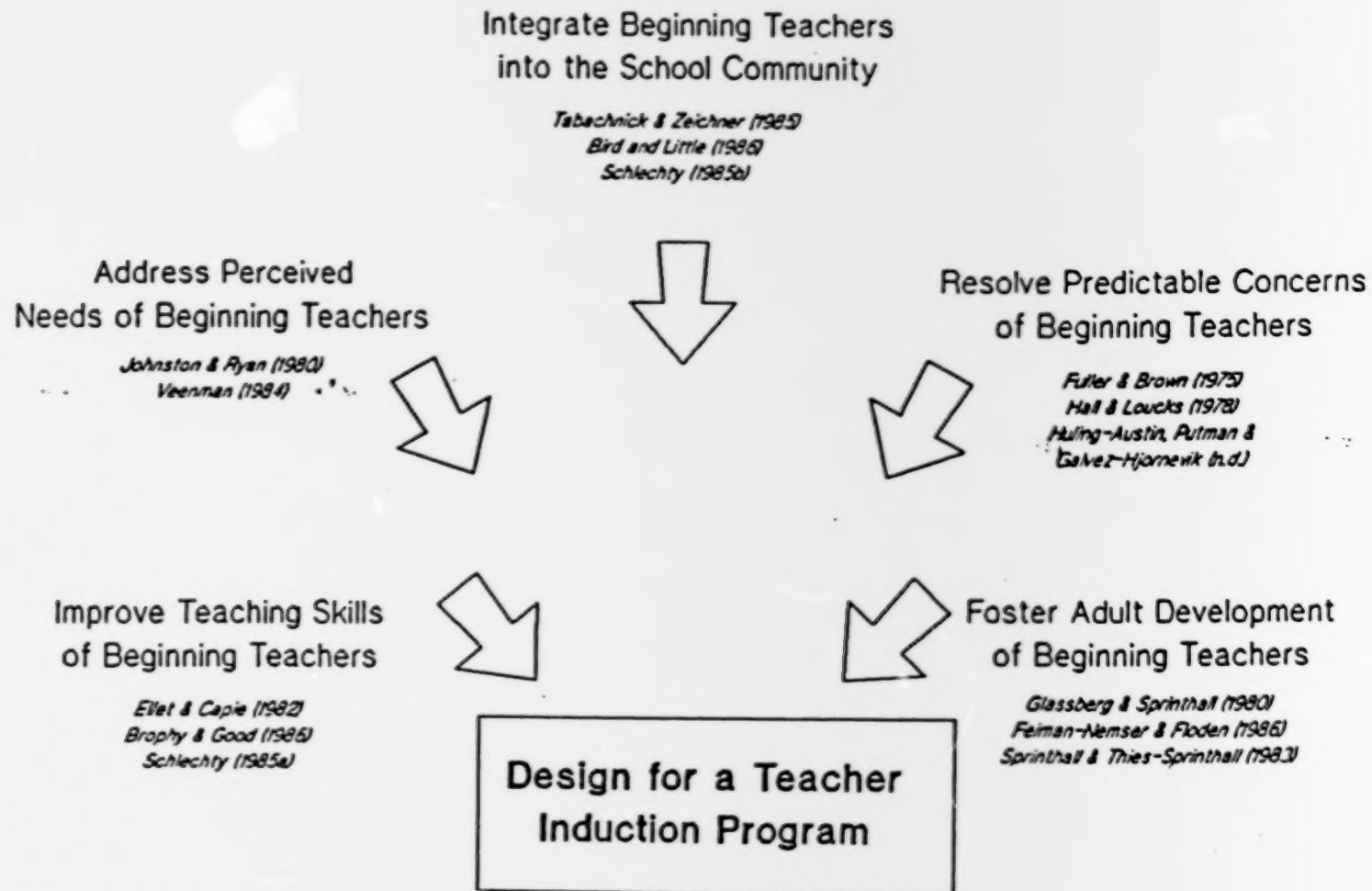
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POSSIBLE PURPOSES FOR TEACHER INDUCTION PROGRAMS DRAWN FROM THE LITERATURE ON BEGINNING TEACHERS



A-1

RANGE OF ACTIVITIES, PURPOSES AND SUPPORT AGENTS IN INDUCTION PROGRAMS

TYPE OF INDUCTION ACTIVITY	KINDS OF PURPOSES ADDRESSED	WHO DELIVERS SUPPORT TO NEW TEACHERS
Orientation/Written Materials	Teaching Skills	Experienced Teachers
Personal Support Problem Solving Approach	Teacher Integration Into School	Principals/Assistant Principals
Formal Presentation	Teacher Development	Central Office Staff
School Organization		Higher Education Staff
External Support Service		

APPENDIX C

CASE STUDY PROGRAMS AND ASSOCIATED FEATURES

	Preston Elementary	Lemmel Middle	North Caroline High	Calvert County	Anne Arundel County	Frederick County	U. Maryland/ Charles TEC/ Howard TEC
I. STRATEGY							
Buddy		✓	✓				
Conferencing		✓	✓	✓			
Demonstration		✓					
Inservice	✓	✓			✓	✓	✓
Observation		✓				✓	
Orientation		✓			✓	✓	
Plan		✓		✓			
II. SPONSORSHIP							
School	✓	✓	✓	✓			
Central Office				✓	✓	✓	✓
Other						✓	✓
III. SYSTEM SIZE							
Small	✓		✓	✓			
Medium						✓	✓
Large		✓			✓		

A-III